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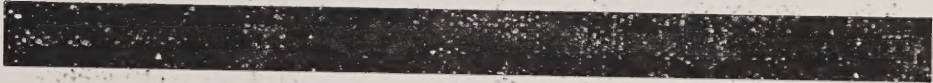
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BOSTON REDEVELOPMENT AUTHORITY

BRA BRIEFING

FY 1989



CITY OF BOSTON
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THE BOSTON REDEVELOPMENT AUTHORITY

The BRA, as the City's principal planning and development agency, works to ensure balanced growth for the commercial, residential, and retail sectors, and for public space and open space. The BRA programs are established under the leadership of the Mayor, in consultation with the City Council and with participation by the public. Specific policies are developed in the 24 to 30 public meetings held each year, and the more than 400 meetings a year the BRA holds with neighborhood groups.

The City Council created the BRA in 1957, and in 1960 the State Legislature gave it the role of acting as the city's planning agency. By this act, the BRA was given the responsibility of creating a master plan which addresses the city's needs for infrastructure, downtown and community economic development, and a stable residential base.

Jobs and opportunity must be created for the present and the future. Growth cannot stop while the artery is being depressed and the harbor is being cleaned. Major planning efforts, such as that for the Midtown Cultural District, and the completion and implementation of new zoning laws to favor desired land uses must continue. The need to help revitalize the City's neighborhoods and increase the supply of affordable housing are major concerns. The importance of scrutinizing development plans to ensure they are of appropriate scale and properly integrated with their environment is a major responsibility. The marshalling of information and analysis useful for planning and development and drawing on the best minds for this purpose are important features of a first rank public agency. The budget for fiscal year 1989 has been designed with these considerations.

The programs which the BRA will work on during FY 1989 include master planning and zoning, community economic development, affordable housing production, downtown development review, and new management initiatives. Each of the operating departments have particular responsibilities which they carry out in order to implement the BRA's duties and responsibilities. The key functions which follow present the overall objectives for the year. Each department's mission is presented as program responsibilities.

I. MASTER PLANNING AND ZONING

New Zoning

Boston, like all great cities, is constantly changing. Along with creating new opportunities to improve the quality of life and the economic well-being of a city, growth and change, if not well-managed, can threaten the very elements of a city that its residents cherish most. Boston is a unique city because of its neighborhoods and their strong residential character, because of its healthy downtown economy, and because of its historic resources and beautiful harbor. As the city's planning agency, the BRA has primary responsibility to manage the delicate balance between the needs of commerce and the needs of the neighborhoods. The BRA's planning policies and initiatives promote the Flynn Administration's balanced growth approach to economic development.

The primary tool to insure balanced growth is zoning. The BRA is in the midst of a neighborhood-based planning and rezoning effort, the first to be undertaken in 25 years. The new Zoning Code will ensure that new development is respectful of Boston's historic character, while allowing the mix of uses that makes Boston a city of distinct and vibrant neighborhoods.

In addition to conducting an extensive review of developments, the BRA has initiated, over the last three years, one of the most comprehensive planning efforts in the City's history. BRA staff has worked with a broad base of community organizations, businesses, and institutions to establish new zoning and development guidelines. This community-based masterplanning process led to the first downzoning in Boston in over sixty years, re-establishing height limits, protecting historic resources, and implementing development review and barrier-free access requirements. The *Plan to Manage Growth* encompasses comprehensive growth controls designed to ensure a development process that protects the interest of Boston's residents. The table on the following page shows an aggressive schedule for instituting neighborhood zoning plans over the next three years. These controls combined with strong investment interests promise continued growth that will benefit all areas of the city. The process is not complete, however.

PROPOSED SCHEDULE FOR NEIGHBORHOOD ZONING PLANS

INITIATIVE	1985				1986				1987				1988				1989				1990				1991			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
NORTH END HEIGHT LIMIT	○	→	●																									
BOYLSTON STREET IPOD	○				●				→	●																		
PORT NORFOLK IPOD			●										→	●														
HARBORPARK IPOD					○				●								→	●										
ALLSTON-BRIGHTON IPOD						○				●								→	●									
ROXBURY IPOD						○				●								→	●									
SOUTH END ZONING					●					●			○				→	●										
EAST BOSTON IPOD						○							●								→	●						
DORCHESTER AVENUE IPOD									○				●									→	●					
WEST ROXBURY IPOD										○				●									→	●				
JAMAICA PLAIN IPOD									○					●										→	●			
CHARLESTOWN IPOD										○				●								→	●					
HYDE PARK AVENUE IPOD													○		●									→	●			
FORT POINT CHANNEL IPOD										○				●											→	●		
FENWAY/KENMORE ZONING													○		●										→	●		
COLUMBIA POINT ZONING													○		●										→	●		
MISSION HILL ZONING														○		●									→	●		
SOUTH BOSTON ZONING															○	●									→	●		
WASHINGTON STREET ZONING										○			●										→	●				
NORTH END ZONING													○		●								→	●				
MATTAPAN ZONING																		○		●					→	●		
HYDE PARK ZONING																		○		●					→	●		
ROSLINDALE ZONING																		○		●					→	●		
DORCHESTER ZONING																		○		●					→	●		

- Proposed/ Preliminary Work
- IPOD Adopted or Zoning Analysis Initiated
- Zoning Completed

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The first step in the rezoning of each neighborhood is the creating of an interim zoning plan, so that effective planning can take place while permanent zoning can be fashioned and implemented. Since 1985, eight interim zoning plans have been enacted (covering about one-half of the city), and several permanent rezonings have taken place (including the North End, the South End, Boylston Street, and Port Norfolk).

Downtown Planning

Downtown Planning initiatives, approved by the BRA Board in May, 1987 and subsequently enacted by the Zoning Commission, focus on re-establishing height limits as part of Boston's land use tradition, establishing historic preservation as a city priority, preserving Boston's open space, and providing barrier free access in new developments. Masterplanning for Downtown Boston also requires that careful study and planning be undertaken in each of the districts in Downtown Boston. The Midtown Cultural District Plan will proceed through community review and implementation this fiscal year. Plans for Prudential Center and the Fort Point Channel area, initiated prior to this fiscal year, will be presented for community review and refinement.

Midtown Cultural District Plan. The Midtown Cultural District Plan has been published. Zoning to implement the Plan will be adopted in FY 1989.

Features of the Midtown Cultural District Plan include:

- Creation of a new center of culture that will include 10 new theaters, existing historic theaters, new art galleries, satellite museums, and public art installations.
- Upgrading and expansion of the area's open space network.
- Aiding Chinatown's community-based planning efforts by funding the construction of 800 units of housing (two-thirds of them affordable), requiring the affirmative marketing of neighborhood commercial space in new Midtown buildings, setting aside job training funds for Chinatown residents, expanding open space facilities, jointly developing a traffic plan, limiting institutional expansion, and encouraging minority equity participation in new Midtown developments.

- Expanding the existing downtown residential community by building 2,500 units of new housing, one-quarter of them affordable; directing all linkage money from Midtown developments to Chinatown, and setting aside 75 percent of the new affordable units build through inclusionary zoning for Chinatown residents.
- Protecting the area's more than 150 historic buildings by strengthening historic preservation laws and limiting new developments in areas with large concentrations of historic buildings.
- Improving the area's transportation systems by creating new east/west traffic connections, improving subway service, building a new Midtown subway line, and carefully locating new parking facilities.

Central Artery. The BRA has developed five major concepts for the Artery Reuse Plan:

- Reconnecting the existing medieval street pattern together by joining the surface streets, producing approximately 21 acres of usable land on 22 separate parcels;
- Restoring significant view corridors from the city center to the harbor, identified by Sy Mintz' waterfront study completed early this year;
- Strengthening pedestrian access from downtown to the harbor;
- Constructing 500-600 units of affordable low-rise 4-story row houses between the North End and the Blackstone Block to meet the housing needs of the North End; and
- Integrating new formal parks into the existing medieval street pattern and into the Olmsted Park system via the North Station area. In this way, Olmsted's Charles River Esplanade will integrate with the Downtown (Waterfront Park) and continue through the Fort Point Channel/South Boston neighborhood to Castle Island linking together the North and South Station areas, and the Bulfinch Triangle/North End with the Leather District and Chinatown and providing a series of classically organized spaces - 14 acres of parks, plazas, boulevards, and promenade, on 67 percent of available air rights land.

Fort Point Channel. Major components of the Fort Point Channel Plan include:

- Maritime and Manufacturing Reserve Zones to protect port-related uses and to attract new industries offering permanent job opportunities in light manufacturing and medical research, while also providing room for office and retail growth;
- New roadways and bridges for improved vehicular access to and from the area, and improved public transportation services, including the extension of rail transit and increased water shuttle and water taxi service;
- A comprehensive street grid for the area to create view corridors to the waterfront, and new open spaces and parklands, including the continuation of the Boston Harborwalk promenade along the water's edge;
- Affordable housing units adjacent to South Boston and the Downtown district; and
- A historic district designation to preserve historic buildings in the area, and design guidelines for new construction to reinforce the existing architectural image, scale and historic character of the neighborhood

District plans will also be developed for Financial District/ Downtown Crossing, Government Center, North Station, Cambridge Street, Bulfinch Triangle, and the Leather District. The planning studies will address issues of use, design, traffic, and pedestrian access, among other things, and will require the continuing participation of the community, local businesses and design professionals.

Development review of major downtown projects will be refined and implemented by the Development Review Requirements amendment to the Zoning Code. The amendment focuses on traffic and environmental impacts, urban design, impact on historic resources, and infrastructure system requirements.

Neighborhood Planning

Neighborhood Planning initiatives promote citizen participation in land use decisions affecting Boston's neighborhoods. The purpose is to enact revised zoning to respond to particular issues raised by community residents, such as the need to protect residential areas from encroachment by commercial uses, and the need to provide more usable open space and parking. The focus in the neighborhoods is on master planning to balance competing land uses over time. Among the major zoning concepts proposed in the neighborhoods are districts reserved for affordable housing, new light manufacturing and neighborhood business districts, special planning for major boulevards and cross streets, transportation and parking controls, open space planning, and institutional master planning.

Community-based master planning and rezoning are underway in Chinatown, Charlestown, Roxbury, Allston-Brighton, Port Norfolk, East Boston, Jamaica Plain, Fort Point Channel, West Roxbury, and other neighborhoods. These planning initiatives address community concerns such as commercial and industrial encroachment on residential areas, traffic and parking, affordable housing, and open space. Some of the planning and zoning efforts in FY 1989 include:

- A community-based master planning process in Chinatown. The master plan addresses housing needs, transportation, land use, community services, and economic development. Closely tied to the master plan is a housing plan to create 500 new units of substantial affordability, to be built on publicly-owned sites in Chinatown. A Request for Proposals to build 270 units on R3/R3A in Chinatown has been issued, and two proposals have been received. Additional units for Chinatown will be built as part of the Midtown Cultural District Plan.
- The East Boston Interim Zoning Plan was adopted by the Zoning Commission on June 6, 1988 with widespread community support. Since the amendment's adoption, staff and the East Boston Planning and Zoning Advisory Committee have been devising a two-year work program to accomplish the tasks mandated by the interim zoning plan, and an interim planning permit review process to guide the community and developers during the interim planning period.

- Staff and the Port Norfolk Planning and Zoning Advisory Committee completed work on recommendations for Port Norfolk's revised zoning and neighborhood plan. Revised zoning was approved by the BRA Board on June 9, 1988 and by the Zoning Commission on June 22, 1988. The zoning included a new category called Waterfront Service which encourages marine-related uses along the Port Norfolk waterfront.
- In Roxbury, current planning efforts are focussed on the Boulevard Planning Districts. What is being developed for the eleven boulevards and other areas of the neighborhood is a computerized data base that includes land-use and dimensional information for parcels and buildings. The community is also reviewing a Land Disposition Plan to convey publicly-owned land to abutters for housing, open space, and community economic development.
- Interim zoning in Allston-Brighton has been adopted. The first months of planning in Allston-Brighton culminated in a May 2 Planning Fair at which over 200 Allston-Brighton residents visited fifteen booths dedicated to topics such as transportation and open space. The current focus is on the seven Boulevard Planning Districts, collecting land use and other pertinent data. The BRA and the Allston-Brighton Planning and Zoning Advisory Committee are working with the city's Transportation and Capital Planning Departments on the transportation and open space plans, with Allston-Brighton's various institutions on their respective master plans, and with developers on individual projects proposed for the neighborhood.
- The BRA and the Jamaica Plain Zoning Committee recently completed a series of meetings in Jamaica Plain's ten subdistricts. Information was elicited from residents at these meetings and through a questionnaire mailed to every household. The committee is now reviewing that information as a preliminary step to drafting the Jamaica Plain Interim Zoning Plan.
- In West Roxbury, the Zoning Advisory Committee is working to formulate goals and objectives for the West Roxbury Interim Zoning Plan. The committee will discuss these goals and objectives with West Roxbury residents and gather other comments and information at subdistrict meetings to be held in the neighborhood beginning in September.

- The Dorchester Avenue Interim Zoning Plan was approved by the BRA Board on May 12, 1988 and was approved by the Zoning Commission on September 20, 1988. David Dixon, BRA consultant on Dorchester Avenue, recently released the first phase of the Dorchester Avenue Urban Design Study. That report is now being reviewed by staff and community residents. The study's second phase, now underway, will include specific urban design guidelines.
- A preliminary land-use and traffic survey of Washington Street from Herald Street to Forest Hills has been completed. The evaluation of additional data needs to be collected is underway. A community participation process will include the South End, Roxbury, and Jamaica Plain.
- The BRA and the Charlestown Planning and Zoning Committee have held a series of educational and background meetings and are now having discussions on major neighborhood issues with community residents. To date, parking and transportation concerns have been the focus; the Committee has drafted revised parking standards for the interim zoning plan.
- Planning for Hyde Park Avenue is in the initial stages. A community meeting was held in May, 1988, to introduce the planning process to residents. A next step is the Mayor's appointment of a community advisory committee.
- A community meeting in Fenway/Kenmore initiated the interim zoning and planning process for that neighborhood. A community advisory committee will be appointed.

Harbor Planning

Harbor planning objectives, as first stated in Harborpark Framework For Discussion released in 1984, are to achieve balance, rationality, and harmony in the revival of Boston's Waterfront. By attempting to blend public benefits with private harbor-related uses, Harborpark encourages the creation of new jobs, housing, investment, tax revenues, water transportation, and public access to the Harbor. Maritime Economy Reserve Zones have been established to protect areas of the working waterfront.

Community-based planning and zoning initiatives will continue within each of the Harborpark neighborhoods. Compliance with interim zoning controls, enacted in March, 1987, will be monitored to ensure Harborpark objectives are met and to maximize the public benefits of waterfront development. A final plan for Harborpark will be completed this fiscal year, including new zoning for the 2,000 acre waterfront that establishes height limits and public access standards along the water's edge, and reserve zones for maritime economic uses.

The plan will also include design standards for the remainder of Harborwalk, and increased capacity of water transportation facilities. Design standards will be developed and implemented for the 10.48 miles of Harborpark stretching from the Charlestown Navy Yard Pier II to South Boston, Pier 4. The addition of 3,800 lineal feet of Harborwalk on Dry Dock No. 2, Pier 5 and Building 197 in the CNY will bring the total completed area of Harborwalk to 4.8 miles or 45 percent. Public access to Boston's waterfront will be enhanced by the addition of new parks and public spaces. The current phase of the Long Wharf reconstruction project in the inner harbor will be completed this year.

Water transportation will continue to be developed through programs in cooperation with Boston's Transportation Department, the Harborpark Advisory Committee, and relevant state agencies. To date, \$102.6 million has been invested in Boston's water transportation system, including 10,070 lineal feet of docking space. Guidelines for prototype docking facilities throughout the Harbor will be completed water transportation in FY 1989.

II. COMMUNITY ECONOMIC DEVELOPMENT

Community economic development policies and initiatives serve to establish and revitalize neighborhood economies. Creating new economic opportunity in Boston's neighborhoods that does not threaten their residential character, and provides for the needs of the city's healthy economy, is central to the BRA's community economic development initiatives. In addition to affordable housing, neighborhood residents need access to good jobs, retail services, and cultural facilities. At the same time, commercial and institutional activity needs room to accommodate workers somewhere other than downtown, where rents are relatively higher and the impact of congestion is greater.

Parcel to Parcel Programs

Parcel to Parcel linkage is a public land disposition policy that links the disposition of valuable parcels of publicly-owned downtown land to riskier sites in Boston neighborhoods. This concept of linkage is a new approach to public-private partnerships to build neighborhood economies, increase the supply of affordable housing, create new jobs, and fund community-based social services.

Parcel to Parcel Linkage Project 1, Kingston/Bedford-Parcel 18, has progressed to the selection of Metropolitan/Columbia Plaza Venture as the development team. In FY 1989, M/CPV will continue to work with the city, state, and Chinatown and Roxbury communities toward project financing, urban design, and community benefits, with a goal of final designation in this fiscal year.

Parcel to Parcel Linkage Project 2 links a mixed use development on the Park Square site with a project in the South End that includes affordable housing and transitional housing for homeless women with children. South Park Partnership and Pavilion Corporation have been selected to develop the neighborhood and downtown sites, respectively. This Project should receive final designation this fiscal year, with a goal of breaking ground on the South End site in the summer of 1989.

The BRA uses the value created by development on other sites it owns to leverage community benefits including cultural arts. The Boston Shakespeare Company was tentatively designated co-developer of Parcel 6 in the Fenway. The BSC will join with a development entity to build housing on Parcel 6 which will help pay for construction of a theatre facility on the same site. The National Center for Afro-American Artists (NCAAA) has been tentatively designated co-developer of Parcel P-3 in Roxbury, in order to allow redevelopment of buildings owned by the NCAAA into a performing arts center and school.

Community-based master planning for the Southwest Corridor/Parcel 18 + area will focus on providing more housing and anchoring a new secondary office economy in Roxbury. This master planning process will occur in concert with community rezoning efforts in Roxbury.

Charlestown Navy Yard

Planning and development of the Charlestown Navy Yard will continue with the adoption of the community-based master plan and on-going development activity. Development of the "Yard's End" parcels will begin in FY89, following the master plan guidelines which call for 625 housing units including 200 affordable units, 475,000 square feet of office/research space, a 250 room hotel and conference center, and a "Yard's End" Park. The disposition and development of the Yard's End parcels will begin in FY89. In fiscal year 1989, Shipyard Park Phase III will be completed. In addition, the Aquarium's proposed move to the Navy Yard will be the subject of continuing planning with the community.

The BRA will make progress on several other community economic development initiatives in FY 1989 which will produce more housing, build neighborhood economies, and provide development opportunities for office, retail, hotel, and institutional uses. South Station air rights will be advertised for development which includes commercial use and parking. A plan to expand the medical research economy will be developed. Neighborhoods adjacent to the downtown area, such as the Navy Yard, the South West Corridor, and South Station, where large parcels are available, will be evaluated as possible locations for expanding the health services economy.

III. AFFORDABLE HOUSING PRODUCTION

Boston needs more housing, particularly affordable housing, to meet the demand generated both by long-term residents and people who wish to move into the city. The Flynn Administration has made the production of affordable housing a city priority. This fiscal year affordable housing production will again be a key initiative of the BRA.

Since calendar year 1984, 3,950 housing units have received development designation or approvals on BRA land of these more than 2,500 housing units have entered the construction phase, with 43% of the units being for affordable housing.

This fiscal year the BRA will complete an aggressive land disposition program to create additional affordable housing. The remaining inventory of BRA-owned land in Roxbury, the South End, Chinatown, Charlestown, East Boston, and other neighborhoods will be designated for affordable housing, open space,

community gardens, and abutter uses according to community planning guidelines.

The BRA's affordable housing production efforts include technical assistance and increasing opportunities for minority and community-based business development teams. Of the 63 housing development projects designated since 1984, 38 teams are minority business enterprises, non-profit organizations, or community-based development teams. In addition, the BRA has provided over \$2.2 million in technical assistance contracts to community-based groups during the past three years.

While working with neighborhood groups and abutters to achieve appropriate design and scale, the BRA has facilitated the creation of more housing, through the expedited review of projects requiring Board of Appeal action. A substantial number of these units have been built as affordable.

In FY 1989 the BRA's housing goal is to produce 1,500 units, 40 percent of which will be affordable to low and moderate-income families. This will include Phase II of the South End Neighborhood Housing Initiative, the BRA Disposition Workplan for Roxbury, and competitions for parcels in other neighborhoods. By the end of FY 1989 the BRA will have completed the disposition of its inventory of developable land and buildings suitable for housing production.

IV. DOWNTOWN DEVELOPMENT

An Overview of Boston's Recent Development

Since 1984, the BRA has issued development approvals or development designations for more than one-hundred-and-fifty major development projects. These included:

- 67 commercial or institutional development projects totalling 13.6 million square feet and \$3 billion in investment;
- 85 housing projects generating 3,953 housing units on BRA-owned or leased land and totalling \$564 million in investment; and
- Other housing development totalling 5,000 dwelling units and valued at \$552 million.

These projects represent a 4 billion dollar investment in housing, office, hotel, and institutional developments. The benefits to the City of Boston include:

- Permanent Jobs: 50,375
- Construction Jobs: 35,726
- Housing Linkage Revenue: \$49 million
- Jobs Linkage Revenue: \$2.9 million
- Annual Property Tax Revenue: \$72.9 million

The table which follows provides a more thorough picture of these benefits.

Boston Redevelopment Authority Development Approvals 1984-1988 (All Dollars in Thousands)							
Types of Development	Number of Approvals	Total Devel Costs	-----Linkage----- Housing	Jobs	New-Jobs----- Perm.	Const.	Annual Tax Revenue
COMMERCIAL (11.9 Million Sq. Ft)							
Office	29	\$2,345,500	\$39,712	\$2,390	44,527	22,668	\$55,757
Retail	28	128,700	2,112	132	1,897	1,322	3,193
Hotels	1	31,100	536	--	230	231	1,200
Subtotal	58	\$2,505,300	\$42,360	\$2,522	46,654	24,221	\$60,150
HOUSING (3,953 Units)							
Complete	33	\$267,000	--	--	\$21	\$2,442	\$2,876
Underway	15	120,000	--	--	28	1,274	1,503
Designated	37	177,200	--	--	17	1,518	1,908
Subtotal	85	\$564,200	--	--	66	5,233	\$6,287
OTHER HOUSING APPROVED BY THE BRA * (5,000 Units)							
		\$551,871	--	--	63	2,933	\$5,943
INSTITUTIONAL (2.3 Million Sq. Ft.) or OTHER							
	9	\$452,300	\$6,756	\$360	3,592	3,339	\$550
TOTAL	152	\$4,073,671	\$49,115	\$2,882	50,375	35,726	\$72,930

Unprecedented levels of private development construction are facilitating job creation in Boston. Private development construction completions valued at \$6.8 billion, in the four year period 1984-87, (including some projects started prior to 1984), and averaging \$1.7 billion annually, compare with an annual average of \$1.3 billion in the years since 1975 (all measured in dollars of equal value at 1988 prices). Development completions in the 1984-87 period included \$3.0 billion in office buildings, \$1.2 billion in retail, hotel, and exhibition facilities, \$1.3 billion in housing, and \$1.3 billion in industrial, hospital, higher education, and parking facilities. In terms of space, this included 10 million square feet of new office space, 2.25 million square feet of retail space, 2,900 hotel rooms, 12,000 housing units, 1.7 million square feet of hospital and higher education facilities, and 4.2 million square feet of industrial space. Housing development represented the highest annual rate of construction since the 1920s. The same is the case for office and hotel development. Nevertheless, there is increasing concern with the conversion of industrial space to office use, and the consequent loss of industrial jobs. There is growing concern about the widening affordability gap in housing. There is also concern with the dwindling of Back Office space (and jobs) and the emergence of a significant untapped market for Back Office space.

The supply of new office space is carefully metered to maintain a vacancy rate that is low enough to attract capital investment, but high enough to keep rents competitive. At the end of the second quarter of calendar year 1988, the BRA estimated the vacancy rate of Boston's class A office space to be 5.2 percent. This rate was unchanged at the close of 1987, showing the strength and stability of the market. In 1987 the new supply of 1.9 million square feet of office space was more than matched by 2.2 million square feet of absorption. Absorption of new space in 1987 was second only to 1984. Since 1984 absorption of new space has consistently averaged close to 1.6 million square feet for class A space and 2 million for all classes of space.

Contribution to Fiscal Well-being

Boston Property Tax Growth Through Development

Development and development-related growth contributes more to the increase in Boston's property tax revenues than the 2 1/2% standard growth allowance provided for by law. For the four years including fiscal years 1985-1988, the cumulative total of annual 2 1/2% growth allowance was \$37.8 million. The new incremental revenues from development and related economic growth to-

taled \$80.8 million over this same period. Of this \$80.8 million, \$47.9 million was derived from development construction. The remainder of the \$80.8 million was generated from changes in tax status from exempt to taxable, condominium developments, other subdivisions, and new personal property accounts.

Once the new revenues are added to the levy, they are also allowed to grow at a compound rate of 2 1/2 percent annually. The actual value of the development generated tax revenues was \$50.1 million in FY88, or 11 percent of that year's \$451.9 million levy. This is slightly more than the annual property tax yield of the city's 34,281 two-and three-family homes. When completed by 1991, all of the projects approved by the BRA since early 1984 will generate nearly \$73 million in annual property tax revenue, a sum equal to the fiscal 1988 City appropriations for Libraries, Parks and Recreation, Human Services, County Courts, and County Jails.

Building Permit Fees

Since the beginning of calendar year 1984, the city has collected \$55.9 million in building permit fees. Building permit fees, calculated as a percentage of construction cost, have risen steadily every year since 1982. The fee revenues go to the city's general fund to help to pay for municipal services and capital improvements. The revenues are equal to the Five Year Capital Plan budget for the new construction and repair of police and fire stations in the city, or 12% of the FY88 tax levy.

Employment, Housing, and Job Training

Boston residents are benefiting directly from the new jobs and housing funds generated by new development. The thirty-nine approved Development Impact Projects are required to abide by the linkage provisions in Articles 26, 26A, and 26B of the Boston zoning code. To date, over \$49 million in housing linkage contributions have been committed by these projects. The Neighborhood Housing Trust has expended \$17 million to create 2,079 housing units, of which 1,666 or 80 percent will be affordable.

Job training commitments are at \$2.9 million. The thirty-nine Development Impact Projects and new housing projects will provide 50,375 permanent jobs and

35,726 construction jobs. The developers will work with the Mayor's Office of Jobs and Community Services to administer a range of job training programs to prepare residents for the jobs created by the new economy. They are required to comply with the Mayor's Executive Order to assure that 50 percent of construction jobs go to Boston residents, 25 percent to minorities, and 10 percent to women. Policies and programs are in effect to make the new jobs created more accessible to Bostonians. The **Boston For Boston** program administered by the Mayor's Office of Jobs and Community Services targets 50 percent of permanent jobs for Boston residents.

Garage Disposition Program

The BRA has acted as the city's development agent in the disposition of five city-owned garages: The Kilby Street Garage, Fort Hill Garage, St. James Street Garage, Government Center Garage, and Kingston-Bedford Street Garage. Proceeds from the sale of these assets have totaled over \$80 million. In addition, the dispositions converted tax exempt municipal garages into tax generating commercial office space. Once completed, the developments on these five garage sites will generate \$17 million in annual property tax revenue to the City from land which was formerly tax exempt. The net proceeds from the garage sales are used to pay for municipal services and the city's Five Year Capital Plan. A portion of the proceeds goes toward repayment of any municipal debt remaining from the original construction of the garages.

The Kingston-Bedford Garage is paired with Parcel 18 as the city's first Parcel to Parcel Linkage project. The program transfers benefits from downtown projects to linked neighborhood projects which help to build the neighborhood economy. The city will direct a portion of the value of the sale of that garage to help pay for public benefits generated by the linked projects.

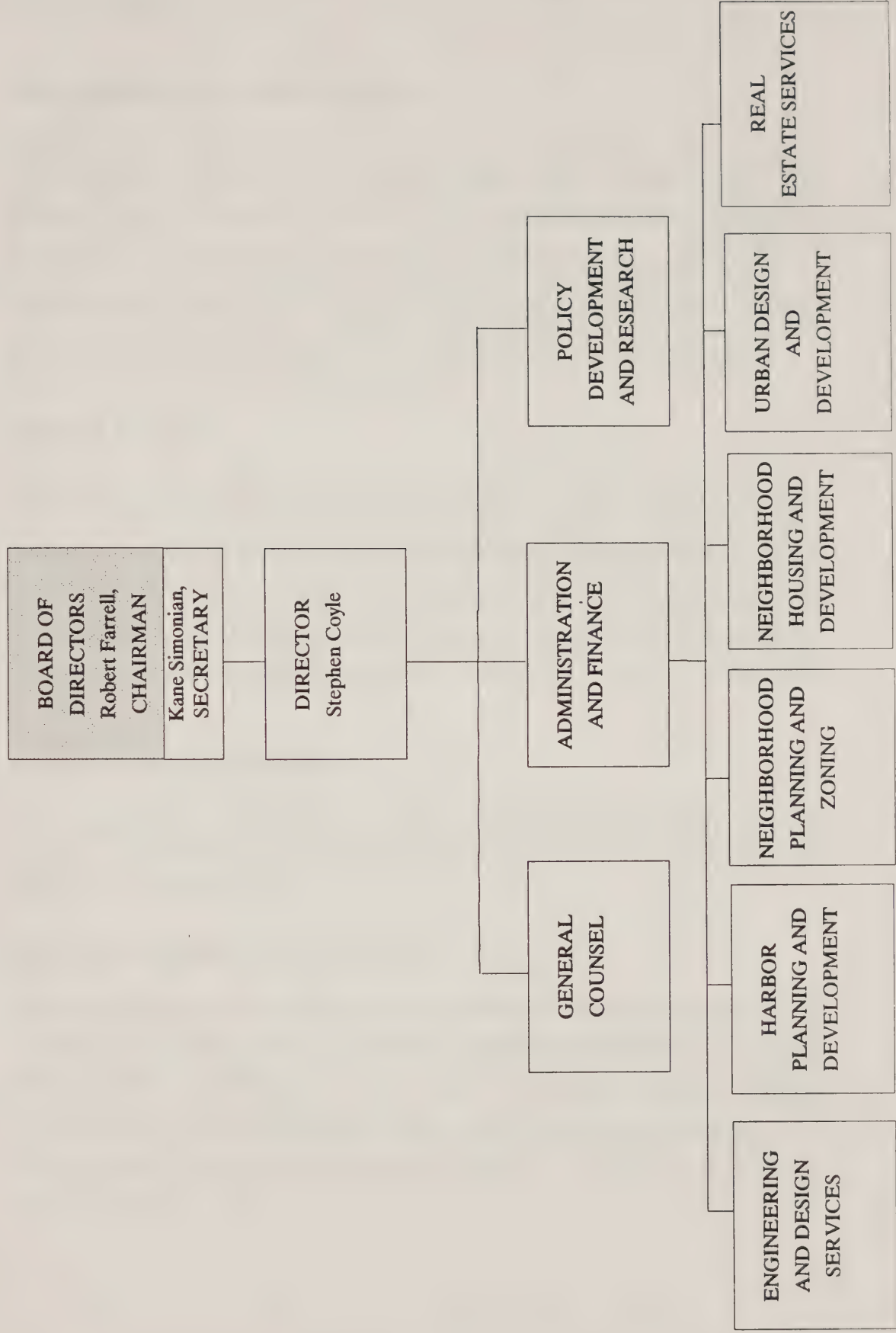
Economic Outlook

The outlook for the Boston economy is bright, with a gain of 17,000 (net new) jobs in 1987, and 58,000 in the four years since 1983 (averaging 14,500 a year), in comparison with the 1976-82 average of 10,000 a year. Moreover, Boston resident-worker capture of Boston jobs is beginning to improve after long years of decline as suburban commuters filled the gap flowing from rising job levels and falling Boston population and labor force, (until about 1980). the economy

Boston's growth is contributing significantly to the Massachusetts "miracle". Recently issued reports of the U.S. Bureau of Economic Analysis show that rising levels of personal income per capita in Massachusetts (and in the Boston metro region, and the City of Boston) are widening the gap with the lower national average. From 1982 to 1987, State per capita income rose from 11 percent above the national average to 24 percent. With an annual growth rate of 8.5 percent, the State was second highest (all in comparison with a 6.2 percent growth rate in per capita income for the nation as a whole in the 1982-87 period). This raised the level of Massachusetts' per capita income to third highest in rank in 1987. The Boston Metro Region and the City of Boston did even better, with rates of annual average growth of 8.9 percent and 9 percent, respectively, (for the 1982-86 period, based on the latest available information). The superior performance reflects the upgrade quality of the hi-tech driven economies of the metro region and the state, and the upscale characteristics of Boston's producer services economy. These job quality features account for annual average wage levels, in Boston, in 1986, which were higher than those in the metro region, which, in turn were higher than those in the State, and which were higher than those in the Nation.

The stock market crash of October 19, 1987 left Boston relatively unscathed. Several mutual fund companies had small lay offs of office workers while some insurance companies put a small amount of unused office space up for sublease. In total only about 300,000 square feet was affected. Since late 1987 office leasing has been slower than in past years, reflecting the immediate caution about the economy. Nevertheless, activity was beginning to turn up in Summer 1988 and the long term forecast remains bright. The continued strong performance of the Boston office market since fiscal 1985 reflects the underlying strength of Boston's economy.

Table of Organization



PROGRAM RESPONSIBILITIES

Each department within the BRA has specific functional and programmatic responsibilities in order to assure that the BRA policy agenda is met. The General Counsel, Administration and Finance, and Policy Development and Research Departments provide support activities to the other BRA departments; Engineering and Design Services, Harbor Planning and Development, Neighborhood Planning and Zoning, Neighborhood Housing and Development, Urban Design and Development, and Real Estate Services, provide the direct delivery of planning and development services to the community.

General Counsel

The Office of the General Counsel provides the Boston Redevelopment Authority with legal advice, represents the BRA in litigation, and is the BRA's counsel in real estate matters. The department also manages outside counsel retained for specialized litigation. The General Counsel plays a major role in the conveyancing of land and buildings owned by the BRA, in negotiating and reviewing financing documents for development projects, in developing policies related to land use and zoning issues, and in supervising the real estate appraisal process.

Administration and Finance

The Administration and Finance Department maintains the BRA's financial records and provides human resources, purchasing and administrative support services to all departments.

Policy Development and Research

The Policy Development and Research Department conducts analytic research on Boston's economy to provide the basis for policy recommendations on planning development matters. The Department collects, analyzes and provides information and projections on demographic and market trends including: population, employment, office and hotel market trends; services and manufacturing potential; housing needs; private development initiatives; and public investment opportunities.

Engineering and Design Services

The Engineering and Design Services Department provides technical expertise to the BRA in the areas of engineering, design, computer graphics, mapping and modelling services, and environmental and transportation review. The Department assists in the preparation, execution, and supervision of contracts for public improvement projects, and provides technical review services on development proposals. The Department manages the BRA's capital projects, and is responsible for Navy Yard master planning and design review.

Harbor Planning and Development

The Harbor Planning and Development Department creates and coordinates programs to promote balanced growth and public access along Boston's waterfront. The Harborpark plan emphasizes water transit, public parks, area master plans, and public access. Special projects which this Department plans and implements include, but are not limited to, Harborwalk, Long Wharf, the Harborpark zoning, and the development of the Charlestown Navy Yard. This Department coordinates community participation with neighborhood groups and the Harborpark Advisory Committee.

Neighborhood Planning and Zoning

The Neighborhood Planning and Zoning Department coordinates planning and zoning activities for the neighborhoods of Boston and coordinates the public review process and responds to public inquiries regarding zoning. Specific neighborhood planning initiatives include developing interim and final zoning, and coordinating master planning and special neighborhood zoning studies. The Department reviews Board of Appeal applications and recommends referrals to the Boston Redevelopment Authority Board. The Department is the liaison to and provides staff assistance for the Zoning Commission.

Neighborhood Housing and Development

The Neighborhood Housing and Development Department is charged with securing an equitable share of the benefits produced by the area economy, in the form of affordable housing and improved neighborhood environments, for residents of Boston. The primary focus is neighborhoods where, because of a

variety of social and economic factors, the quality of housing and the neighborhood environment is poor. In carrying out its mission the Department seeks an important role for citizens in formulating and implementing plans to expand the supply of affordable housing, to rebuild neighborhoods, and to increase economic opportunities.

Given the history of economic exclusion and the inadequate level of investment in many of Boston's neighborhoods, particularly neighborhoods with large minority populations, the Department's programs are designed to use scarce public resources to generate maximum private investments. These programs are intended to attract economic support for target neighborhoods and populations; to encourage minority business enterprises and community-based, non-profit development organizations; and to secure maximum public benefits from private development projects.

Urban Design & Development

The Urban Design and Development Department undertakes development and design review of all major projects, both private and public, within the Downtown and Back Bay areas. The Department provides review services, in conjunction with other BRA departments, for major institutional and selected neighborhood residential and commercial projects. During FY89 the Department will prepare comprehensive planning and design analyses for the Downtown Special Study areas. Urban Design and Development manages the disposition of BRA-owned land and buildings in Central Boston.

Real Estate Services

The Real Estate Services Department manages and maintains properties owned by the BRA which include land and buildings in various stages of the development process. The Department is responsible for maintaining an inventory of BRA-owned real estate to facilitate the efficient assembly and disposition of parcels for development.

